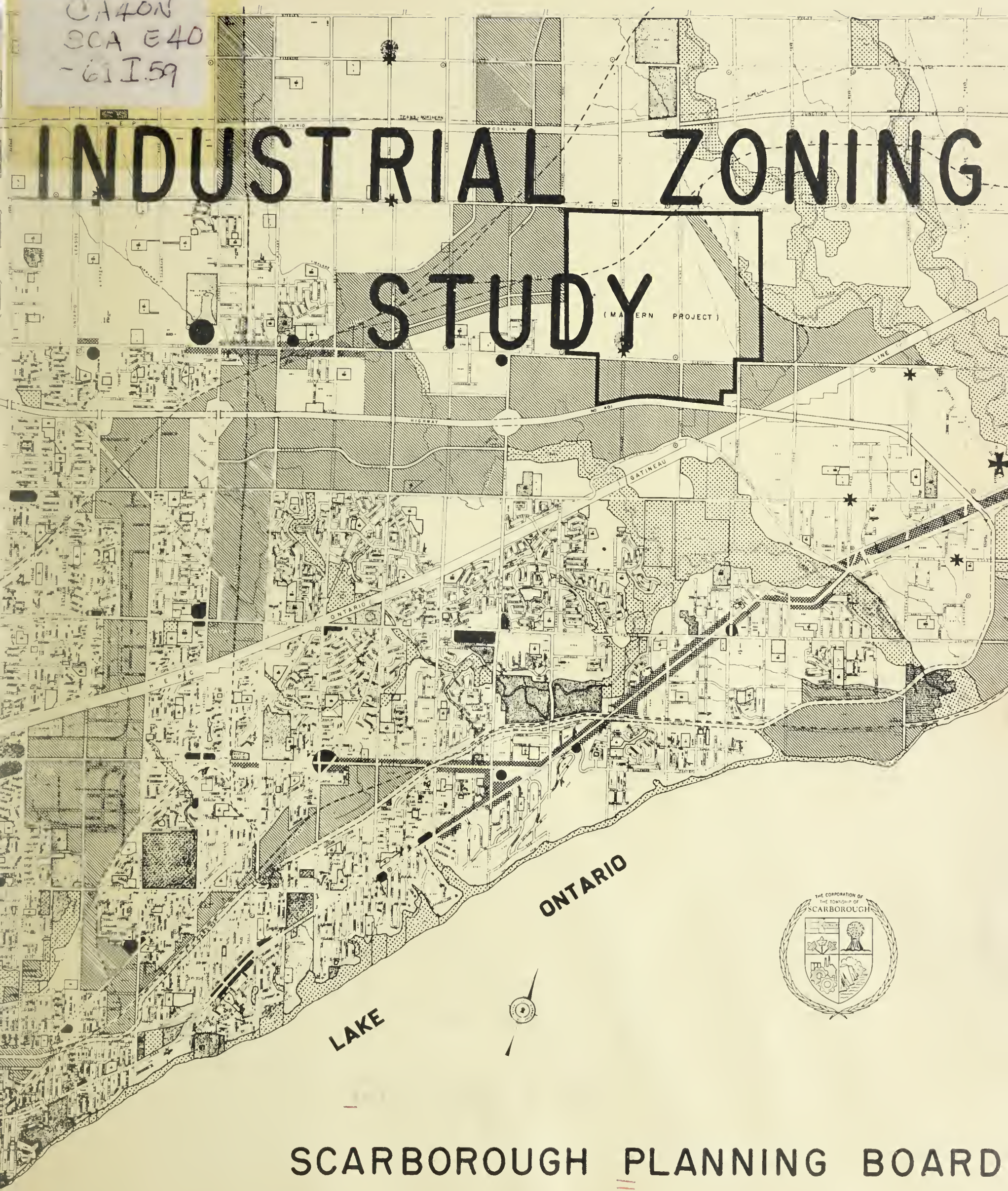


CA40N
SCA E40
-61I59



INDUSTRIAL ZONING

STUDY

(MAYERN PROJECT)

ONTARIO

LAKE



SCARBOROUGH PLANNING BOARD



Digitized by the Internet Archive
in 2019 with funding from
University of Toronto

https://archive.org/details/industrialzoning00boro_0

SCARBOROUGH TOWNSHIP
INDUSTRIAL DEVELOPMENT PLAN



INDUSTRIAL ZONING STUDY

Prepared for Township Council
and
The Scarborough Planning Board
by
The Planning Department Staff

June, 1961



COUNCIL - 1961-62

A.M. Campbell - Reeve
G.R. Mason - Deputy Reeve
E.O. Gerrow - Councillor
G.R. Youngs - Councillor
R.W. White - Councillor
K. Mallette - Councillor
G. Barker - Councillor
A.W. Bailey - Councillor

PLANNING BOARD - 1961-62

Dr. U.N. Jones - Chairman
R.W. White - Vice-Chairman (Councillor)
G. Barker - Member (Councillor)
A.W. Bailey - Member (Councillor)
J.M. Drysdale - Member
T. Harding - Member
J.A. Leslie - Member
G. O'Reilly - Member
A.M. Campbell - Member (Reeve)

Table of Contents

| <u>Page</u> | <u>Section</u> |
|-------------|--|
| 1 | Frontispiece |
| 2 | Council Membership 1961-62 |
| 2 | Planning Board Membership 1961-62 |
| 3 | Table of Contents |
| 3 | Illustrations |
| 4 | Source References |
| 5 | Purpose of Study |
| 6 | Theory of (Industrial) Zoning |
| 9 | Methods of Industrial Zoning |
| 15 | Comparison of Industrial Zoning Ordinances in other Municipalities Comprising Metropolitan Toronto. |
| 18 | Planned Industrial Districts |
| 20 | Secondary Policy Program for Industrial Districts |
| | (a) Official Plan Procedures for Industrial Areas |
| | (b) Land Use Breakdown |
| | (c) Secondary Plan Land Use Designations |
| 2 | Industrial District Zoning |
| | (a) Industrial Use Zoning Classifications |
| | (b) Consideration of Performance Standards |
| | (c) The Text of the Industrial District By-law |

Illustrations

Industrial District Plan

Knob Hill Industrial District Secondary Plan

Knob Hill Industrial District Zoning Map

Reference Sources:

1. North York Industrial Zoning By-law.
2. Etobicoke Comprehensive Zoning By-law.
3. City of Toronto Zoning By-law No. 20623.
4. Dallas Zoning By-law.
5. Philadelphia Zoning Ordinance.
6. Performance Standards in Industrial Zoning - by Dennis O'Harrow.
7. Principles of Industrial Zoning - by Harold V. Miller.
8. Land for Industry - A Neglected Problem - by Dorothy A. Muncy.
9. Urban Land. March 1961, published by Urban Land Institute.
Planning & Developing an Industrial District - by W.C. Windsor Jr.
10. Industrial Zoning Standards.
Information Report No. 78 of the Planning Advisory Service
American Society of Planning Officials.

Purpose of Study

A submission by a member of Council with respect to the desirability of strengthening the Industrial By-laws was entertained by Executive Committee "to ensure that industries such as construction yards and other like types would not be adjacent to industries of 'prestige' type, which operations would be detrimental to an 'open face' industrial development."

Thereupon, a directive was issued to the Planning Department and other pertinent Commissions requesting their consideration as to "the advisability of the matter, ascertaining what is done in other Municipalities to control the problem, and to report to subsequent meeting of Executive Committee as to ... recommendations therein."

In reply to this request, it is the purpose of this industrial zoning study to:-

1. Discuss traditional zoning practices and contemporary alternative methods.
2. Compare existing industrial ordinances in other leading industrial municipalities comprising part of Metropolitan Toronto.
3. Introduce for Planning Board's consideration, the plan for categorization of industrially designated areas into administrative districts.
4. Describe the salient features of each Industrial District Secondary text and Industrial District by-law.

The Theory of (Industrial) Zoning

Definition:

Zoning or restrictive area by-laws may be described as a legal and administrative procedure whereby a specifically designated land area is restricted and controlled by municipal regulation as to the kind and intensity of use, height, bulk and ground coverage of buildings thereon, et cetera.

Background:

Whereas earlier zoning by-laws were devised to deter the invasion of residential districts by conflicting commercial and industrial buildings, and to protect neighbourhoods from certain types of public nuisance (in particular nuisance from commercial uses which tend to generate excessive amounts of traffic and industrial uses associated with such emissions as noise, smoke, dirt, dust, glare, noxious fumes and odours), it was the intention of later by-laws to provide for adequate lighting and ventilation; wholesome living conditions; the control of architectural design; the promotion of health and welfare; the reduction of traffic congestion; the preservation of the financial and taxable value in property; the distribution of optimum population densities and control of deterring use occupancies.

However, none of these objectives comprises the all-embracing purpose of zoning, rather each is a method or a specific purpose in zoning. For example, regulations as to building heights and front, side and rear yard setbacks are devices or methods of obtain-

ing lighting open space effect which in turn, constitutes a socially desirable goal or specific purpose in zoning.

Purpose of Zoning:

If there is a comprehensive purpose behind zoning, it may be defined as a dual objective whereby a municipality attempts, through zoning, to protect those characteristics within the established physical order which the community considers to be inherently worthy of preservation; and to encourage the attainment of those practices and features which do not exist but which are acknowledged as desirable elements. Differentiation in zoning practice among local governments is reflective of individual community values and developmental ends sought.

Industrial Zoning:

Past restrictive by-laws on land have all too often given protection to certain land use types at the expense of industry to the jeopardy of a municipality's revenue producing and economic base. With the increasing recognition of the significant place of industry in the overall planning and economic success of a community, present industrial zoning regulations serve to give industry its rightful and due place in the municipal plan, having regard to:

- (a) greater facility of truck traffic in industrial areas along internal service roads to and from major traffic arteries (in order to prevent heavy industrial traffic through residential neighbourhoods)
- (b) compatibility of industrial types as to the effect one industry has on another (for example, a dust-producing

industrial use might be injurious to a food-producing manufactory)

- (c) direction of prevailing winds with consideration given to the impact on adjoining urban uses.
- (d) specification and architectural development standards to assure safety, convenience, a pleasing working environment and compatibility of similar land uses within the industrial area.
- (e) promotion of optimum economies through the location of like industries and interdependent uses in proximity to one another.
- (f) preservation of industrial property values by the separation of conflicting industrial operations. (A slaughter house might jeopardize the price obtainable for surrounding available site acreage.

Methods of Industrial Zoning

Initially conceiving of the development and control of industrial districts through a comprehensive performance standard code based on the technical measurement of offensive industrial emissions (such as, smoke, noise, dust, dirt, glare, noxious fumes, etc.), it was soon after realized that regulation of performance by-laws would be most difficult as there would be need for constant surveillance of potential nuisance uses by a Zoning Inspector or other appropriate supervising body. Also for purposes of court action against the offending and troublesome user, evidenciary proof of excessive emissions would be required, necessitating the engagement of scientifically qualified consultants. In effect, the experience in administering performance standards by-laws as of today is practically nil.

Furthermore, performance by-laws formulated by a zoning draftsman inexperienced with industrial processes and technical methods of measurement inevitably would tend to be copies of existing zoning ordinances which employ performance standards (which is not recommended).

For this reason examination was made of other modern methods available in Ontario.

Two possibilities proffered by the Zoning Section of the Community Planning Branch, Department of Municipal Affairs, concern the use of (1) power of by-law amendment, and (2) enabling legislation. The former method consists of the establishment of a "general restrictive" by-law for an area designated on the Official Land

Use Plan as "Industrial." This form of zoning ordinance imposes an automatic control on land use and further, restricts development in the subject district to uses that have been defined as permissible in general terms in the by-law. Implementation of each industrial, residential, commercial or public use into the area is through amendment to this "general restrictive" by-law. In actuality, each amendment is a protective covenant or specific restriction on land use and is attached to title. Under this scheme, development objectives and the resulting pattern will vary from industrial district to industrial district.

A general guide to industrial development and planning will be accomplished through declaration of intention as provided for in the general provisions, whereas individual conditions to every by-law amendment will serve to assist the industrial character of each area and the unfolding pattern of occupancy.

However, this developmental approach may be criticized on the grounds that property owners on industrial acreages do not have specific knowledge of the rights running with the land. Another shortcoming can be seen in the uncertain anticipation of entry of possible future industrial uses to the area based on past trends. A predominance of certain district occupants in an incomplete industrial area under this scheme is no guarantee that similar uses will be allowed entry.

The other alternative utilizes Section 18, 2(c) of The Planning Act which reads as follows:

18. (2) "...the Committee (of Adjustment), upon any such appli-

(c) "...where the uses of land, buildings or structures permitted in the by-law are defined in general terms, may permit the use of any land, building or structure for any purpose which, in the opinion of the committee, conforms with the uses permitted in the by-law."

In effect, this clause bestows upon the committee additional powers to regulate the use of any land in the municipality and more specifically for the purposes of this study to determine the desirability of entry of an industry on certain lands. Development standards for location would be established by the Committee in accordance with its interpretation of the conformity or non-conformity of the use with the general provisions of the by-law covering the lands in question.

The City of Toronto Zoning By-law takes advantage of Section 18 2 (c) to extend the Committee of Adjustment's jurisdiction in order to prevent the location of industrial uses likely to create danger to health or danger from fire or explosion, with industrial areas. A categorical list of potentially offending uses is included as a subsection of this provision.

According to the City of Toronto Zoning Administrator, there has been no recourse to Committee of Adjustment as yet. This special regulation provides a double safeguard to ensure that particularly offensive industries allocated to the appropriate zoning designation do not encroach into other industrial zones

where they may be permitted when operated in an acceptable manner.

By way of criticism, the success or failure of this system is dependent upon application to the Committee by the industry concerned. Sponsorship into an industrial area by submission to Committee of Adjustment rather than through observance to zoning, is not mandatory. Furthermore, most adjustment bodies deal with minor variances, non-conforming uses and the like and are not equipped by experience to determine the type of industrial uses which should or should not enter an industrial district development.

Traditionally, industry has been arbitrarily classified into "light" and "heavy" uses without any empirical justification for distinguishing certain industrial activities into one or the other of these two divisions. Furthermore, no technically objective standard has been incorporated into any existing zoning ordinance in order to make this distinction, nor have the various definitions sections of zoning by-laws adequately described the differences between light and heavy uses.

Characteristically, light industrial uses produce few offensive external effects such as smoke, dust, dirt, noise, odour, glare, noxious gases etc. Likewise, they do not involve mass shipments of raw materials or finished goods or extensive outdoor storage. The sum total of the finished manufactured or assembled product is in most instances, smaller in size than the bulk component parts to the production process. Conversely,

heavy industries involve the intensive use of heavy machinery and the utilization and transformation of bulk materials, with a resulting emission of some noxious by-products to the use procedure.

Typical of the industries that can be classified as light uses are such service industries as machine laundries and cleaning plants, printing and publishing plants, bakeries and dairies; and such manufacturing, assembling, sub-assembling and warehousing activities as electrical and electronic appliance manufacture; light chemical operations (such as pharmaceutical manufacturers, laboratories and inoffensive paint plants) and distribution and storage warehouses. Steel mills, primary metal plants, chemical factories and railroad yards are heavy industries. Common zoning practice is to allocate the many uses between these two extremes into a "medium" industrial category or to arbitrarily classify them as light or heavy uses to be assigned to the appropriate zone.

Many industrial uses formerly labelled "heavy" by reason of their offensive nature have in recent times been considerably altered due to the use of smokeless and odourless sources of energy such as electricity, oil and gas fuels in lieu of bituminous and soft coals. In addition, as attested to by Mr. Wilson, Metro Toronto Industrial Commissioner, and Mr. Chaytor, Scarborough Industrial Commissioner, there are industrial and manufacturing operations which may be deemed to be noxious and heavy activities by one process and conversely, light or medium by another.

A classical example is the case of a Detroit slaughterhouse in an industrial area next a residential neighbourhood. Normally an objectionable use, this slaughtering operation, if permitted, was to include a modern dry rendering plant to process offal and a refrigerated hide cellar to retard the decay of flesh and muscle material on the hides, thereby preventing any exterior odours. But for the fact that an abattoir is a psychological hazard this plant would be located in a preferred industrial district.

COMPARISON OF INDUSTRIAL ZONING ORDINANCES IN OTHER MUNICIPALITIES COMPRISING METROPOLITAN TORONTO

A comparative analysis of the general provisions, zone classifications and use groupings in the industrial sections of the zoning by-laws for the City of Toronto, and Etobicoke and North York Townships, may serve as a reference for Planning Board in its consideration of the draft Scarborough industrial zoning proposal hereinafter submitted.

Essentially, these municipalities are consistent in that they have established a gradation of designations and industrial uses within each zoning code from the traditional "light" and "inoffensive" to the "heavy" and "offensive" type. The lightest (least intense) zone in the hierarchy of industrial uses is in each case protected against the establishment of an operation next down in the use or zoning scale, and conversely, manufacturing and industrial uses in the former may locate in any of the down-scaled zone categories in a descending accumulation.

To be noted is that North York Township gradates industrial functions into four zones differentiated as to (1) degree of use intensity; (2) type of inside and outside storage allowed. For example, warehousing, the highest storage use, which is permitted in the M1 zone does not include transport terminals; in M2 zones both air crane runways and transport terminals are permitted; limited outside storage to the extent of 30% of the lot area is allowed in M2S zones (which exclude bulk storage of sand, gravel, coal and construction equipment). All open storage uses are permitted in M3 areas but automobile wrecking yards, junk yards and commercial quarries or pits are prohibited everywhere in that Township. On the other hand, the City of Toronto and Etobicoke Township assign the latter uses a place in their industrial use plan.

| ZONE NAME | SYMBOL | INDUSTRIAL USES PERMITTED | EXCLUDED USES | BUILDING COVERAGE | YARD REQUIREMENTS FRONT SIDE REAR | PARKING PROVISIONS | OFF-STREET LOADING | LANDSCAPING |
|--|--------|---|--|-------------------|--|--|--|---|
| Warehousing and Select Industrial Zone | M1 | A wholly enclosed warehouse. An assembly or manufacturing plant. | transport terminal. | maximum 50% | Front:- distance from front lot line - the greater of 30 ft. Opposite residential, 100 ft. minimum from the centre line of the original street allowance. | One accessible parking space for each 400 sq. ft. of the total gross floor area of the building. | Loading spaces shall be 30 ft. long 12 ft. wide, and 14 ft. in height. | Lots with frontages of 100 ft. or more shall be landscaped for the min. front yard of 30ft. |
| | M2 | All M1 uses. transport terminal A wholly enclosed manufacturing or industrial use. Includes a structural steel and plate fabricating plant with accessory open air crane runways. | Junk or salvage yard, automobile wrecking yard, or other obnoxious uses. | maximum 50% | Side:- 15 ft. minimum one side. 10 ft. min. other side. Where side lot line is a boundary between an industrial zone and residential, side yard distance is a minimum 50 ft. Flankage side yards abutting a street - 25 ft. min. provided such side yard does not exceed the front yard. | On lots having 100 ft. frontage or less, a minimum front yard of 30 ft. shall not be used for parking. | Less than 4500 sq. ft. total floor area, no loading space | Between residential and industrial lands, a chain-link fence and trees and shrubs not less than 5 ft. in width shall be provided. |
| Controlled Storage Industrial Zone. | M2S | All M1 and M2 uses. Uses requiring limited and temporary open storage where incidental to the principal use. Storage in tanks and containers of liquids, gases and other materials used in the manufacturing process. | Junk or salvage yard, automobile wrecking yard, or other obnoxious uses. Com. pit. Bulk storage of sand, stone, gravel, coal, and construction eqpt. | maximum 50% | | Over 4500 sq. ft. but less than 25,000 sq. ft. one loading space. | Over 4500 sq. ft. but less than 25,000 sq. ft. one loading space. | Landscaping shall consist of at least lawn and hardy ornamental shrubs |
| | M3 | All industrial uses. | Junk or salvage yard, automobile wrecking yard, or other obnoxious uses , but permitting a commercial quarry or pit. | maximum 50% | Rear:- 25 ft. min. from rear lot line. 50 ft. min. between industrial and residential zones. No rear yard next railway right-of-ways. | Over 30 ft. front yard , excess may be used for parking. No parking permitted within 30 ft. of any residential zone. | Over 25,000 sq. ft. two loading spaces | |
| Industrial Storage Yard Zone. | | | | | | | | |

T O R O N T O

| ZONE NAME | SYMBOL | INDUSTRIAL USES PERMITTED | EXCLUDED | BUILDING COVERAGE | YARD REQUIREMENTS FRONT SIDE REAR | PARKING PROVISIONS | OFF-STREET LOADING | LANDSCAPING |
|-------------|--------|---|--|---|-----------------------------------|--|---|-------------|
| C2 District | C2 | Trades or craftsman's shop Open storage uses with sales outlet. Storage warehouse including a cold storage plant. Miscellaneous manufacturing uses Others:- brewery, pickle factory inoffensive gas plant, packaging. | Contractor's yard with storage of bulk cement Pickle factory with curing or storage vats on the premises. | Gross floor area of industrial structures in ratio to the lot size shall be in accordance with the following:- V.1 ... 3 x lot area V.2 ... 5 x lot " V.3 ... 7 x lot " V.4 ... 12 x lot " areas | | One parking space for each 400 sq. ft. of floor space used for manufacturing purposes. | Loading dock size - 30 ft. long, 12 ft. wide with vertical clearance of 14 ft. 6,000 sq. ft. or less, no loading space required. | |
| C3 District | C3 | All C2 uses. Miscellaneous manufacturing uses. Storage uses including grain elevators. Pickle factory having curing or storage vats on the premises. Others:- truck transport yard or depot, ceramics factory if wholly enclosed and having all heat processing powered only by gas, oil or electricity and having no gas or electricity generated on the factory premises. (A performance standard). | All C4 uses. | | | | 6,001/25,000, 1 loading space. 25,001/80,000, 2 loading spaces. 80,001/150,000, 3 loading spaces. 150,001/240,000, 4 loading spaces. 240,001/325,000, 5 loading spaces. | |
| C4 District | C4 | The following offensive or dangerous uses:- animal by-products plant, ceramics factory, chemical products factory, commercial pit or quarry, distillation plant, gas plant, fuel storage tanks, paper mill, poultry killing and processing establishment, pulp mill, primary metals plant, salvage yard, slaughter house, stock yard, storage warehouse, tannery, wholesale fuel supply yard. | | | | | Over 325,000 sq. ft., for each additional 100,000 sq. ft., 1 loading space. | |

| ZONE NAME | SYMBOL | INDUSTRIAL USES PERMITTED | EXCLUDED USES | BUILDING COVERAGE | YARD REQUIREMENTS FRONT SIDE REAR | PARKING PROVISIONS | OFF-STREET LOADING | LANDSCAPING |
|------------------------------|--------|--|---|--|--|--|---|---|
| Class I Industrial Zone. | I.C.-1 | service industries storage ware- houses, non-noxious industrial and manufacturing establishments and including coal yards, builders' yards, lumber yards, stables, truck and transport depots. | Industrial uses with unsightly storage. Detonation of ex- plosives. | No maximum percentage provided. Bldg. site coverage contingent upon lot size | Front:- 25 ft. from the street line. 50 ft. from street line where bounding on or opposite a residential zone. | Front:- no park- ing permitted closer than 25 ft. from the front lot line. Short term visitor parking permitted in the front yard if the parking area is paved and a landscaped area 15 ft. in depth is established abut- ing the street line across the entire frontage except for the necessary ingress and egress. | Loading space per- mitted back 25 ft. from the front lot line. | 15 ft. planting strip at the rear lot line where rear lot line is the boundary be- tween an indust- rial and resident- ial zone. |
| Class II Industrial Zone. | I.C.-2 | All I.C.-1 uses. Asphalt plants equipped with pri- mary stage centrifugal dry collect- or and secondary stage hydrostatic precipitator which must limit the effluent to 0.4 grams per CFM of exhaust dryer gases. (A method performance standard) Industrial and mfg. uses which are obnoxious but not prejudicial to the health of, or not injurious to the surrounding neighbourhood. | Abattoirs, acid works, asphalt procudtion (except as afore- mentioned) paint, varnish or chemical mfg. in an obnox- ious manner, cement works, gasoline and/ or oil storage and/ or refineries, com- mercial gas works, glue factories, slau- ghter houses, smel- ters, stock yards, tar works, tanneries. | parking re- quirements, and yard set- backs. | Side:- 10 ft. on each side of building for lots of 100 ft. or less front- age. Total side yard 20% of the lot frontage with minimum 10 ft. on each building side on lots 100 ft. to 200 ft. front- age. Total side yards 40 ft. with minimum of 10 ft. each side of building on lots of over 200 ft. frontage. 5 ft. when abutting a railway right-of-way. | Rear:- 50 ft. x the mean width on lots of 250 ft. or less in depth. 20% of the lot depth x the mean width on lots of more than 250 ft. in depth. Other than re- quired rear yard landscaping, re- mainder may be used for parking purposes provid- ing parking area is paved. | | 15 ft. planting strip on side lot line where side lot line is the boundary between an industrial and residential zone. |
| Class III Industrial Zone | I.C.-3 | All I.C.-1 and I.C.-2 uses. Included are paint, varnish or chemicals manufacture; cement works, gasoline and/or oil storage and/or refineries; salvage yards. | | | | | | |

paris manufacture and/or storage, etc.)

All manufacturing, assembling, packaging, processing or rendering, warehousing, inside storage and limited outside storage, and other industrial uses not included in the "Municipally Prohibited Use" or "Special Industrial" (MS) categories will be allowed location in all industrially designated lands in the Township other than in MS zones, and conversely, will be protected from encroachment by uses in the "Special Industrial" group in that the latter will not be permitted in any zone other than MS; that is, each industrial category is self-contained and not accumulative.

Note again that the least restricted or permitted uses are not spelled out; rather a use is deduced as permissive because it is not included in the prohibited or permitted nuisance use classifications.

Based on the assumption that all permitted uses are compatible with each other regardless of internal manufacturing or production procedure, a "General Industrial" (MG) designation is proffered, with no further division of this general category into permitted use sub-zones. Locational criteria for new plants and district character in MG areas will be contingent upon specification standards exclusively.

Differentiation of these areas as to type of industrial occupancy will be contingent upon the minimum and maximum specification standards as to: (a) ground floor area coverage; (b) permitted heights; (c) ground floor coverage as a percentage of total lot area; (d) minimum land use ratios; (e) minimum front wall widths; (f) architectural provisions as to permitted building materials; (g) minimum front, side and rear yard setbacks; (h) off-street parking provisions in relationship to the ground floor area, etc. The major provision in this scheme is maximum ground floor area coverage in relationship to total lot

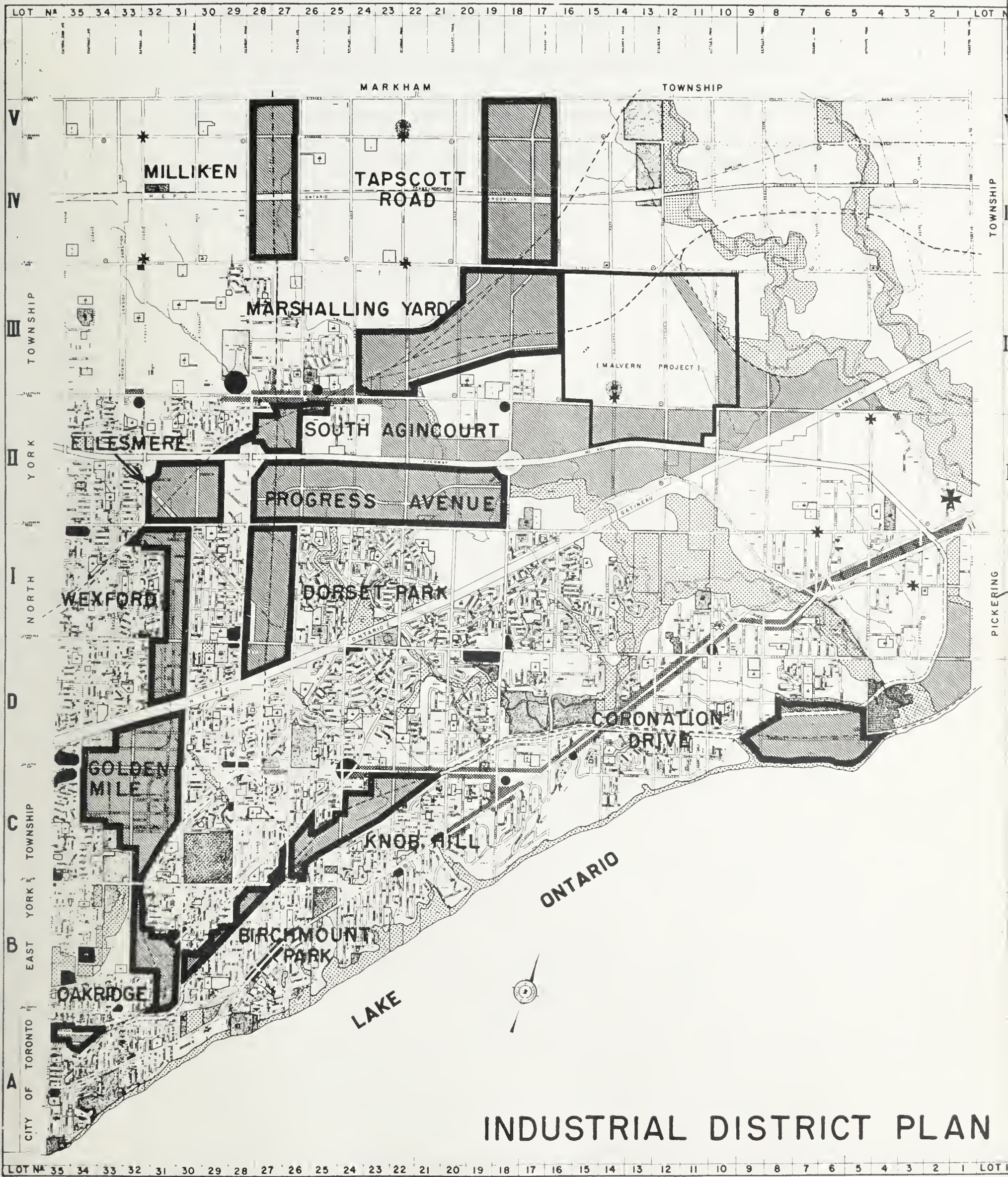
area, for usability of a plant for a particular use will be dependent upon present and potential size which in turn will govern whether an industry or manufactory can locate in a particular area.

Recognizing the existence of a transitional class of quasi-commercial-industrial uses such as lumber and builders' supply warehouses, and automobile service centres with showrooms, the "Industrial Commercial" (MC) zone has been developed to accommodate industrial uses necessitating an ancillary retail outlet incidental to the principal operation. Grouping of activities with these characteristics will prevent unsightly admixture of these uses with prestige-type plants on major arteries and further tend to establish typical Industrial-Commercial strips.

Of the 8500 acres of township land designated on the Land Use Plan for industrial usage, about one-third is protected at present by eleven Restrictive Area By-laws covering fifteen industrial districts in the municipality. The remaining lands which are not protected are consequently vulnerable to encroachment by other classes of land use such as Residential and Commercial. Without comprehensive control, many industrial areas scheduled for future development will be rendered unavailable due to the sale of a few lots for residential or commercial purposes at important access points or within larger industrial tracts thereby making land assembly for large factory sites or linked interdependent industries impossible or at best prohibitively expensive.

In order to prevent the separation of the larger integrated industrial reserves into smaller, unplanned parcels difficult to reassemble, and to safeguard areas of future industrial growth, fifteen industrial administrative units to be known as "Industrial Districts" have been formulated in keeping with the "Community" concept of planning, area development, and organization. The names and boundaries of the proposed industrial districts are indicated on the corresponding draft Industrial Districts map.

Each district will be implemented by an "Industrial District" By-law qualifying all the lands contained therein, and each of the several Industrial District By-laws will supersede the prov-



INDUSTRIAL DISTRICT PLAN

isions of the existing Restrictive Area By-laws which covers sections of the subject land areas. Unlike residential communities which are made up of neighbourhood components, there will be no internal sectionalization of these administrative units other than by differentiation of industrial uses by zoning categories.

OFFICIAL PLAN PROCEDURES FOR INDUSTRIAL AREAS

Based on the need to provide for the future working population in the Township, and balanced Assessment between Residential, Commercial and Industrial development, the Official Plan designates a total of 8,500 acres for "Industrial Area Uses" a Major Land Use Category defined as follows (Section IV I (b)):-

"Essentially composed of warehousing, manufacturing, and storage uses, this category may also include automobile service stations, offices and other commercial uses incidental to industrial operations or suitable to an industrial area. The selection of particular uses and other special zoning restrictions will be enacted in industrial areas near residential areas".

This Major Land Use Category, it will be seen, is broad in its application; therefore to provide a definite basis for the formulation of Industrial Zoning By-laws, it should be refined into more specific land use categories, and as outlined in Section V I (a) of the Official Plan, detailed study of this nature is to be incorporated into the Official Plan by Secondary Plan Amendments.

The designated industrial acreage is spread throughout the Township, therefore overall study in this form would be most difficult both in content and procedure. Consequently, it is advocated that Industrial Districts be created, based upon convenient size and existing and proposed character, furthermore that each District be named to give identity and provide for easy reference.

Each District would then be the subject of intensive individual study so as to refine land uses within the general "Industrial Area Uses" designation; to incorporate policies into the Official Plan for servicing and development; and to provide a framework for the preparation of an Industrial District By-law as previously outlined.

LAND USE BREAKDOWN

While the "Industrial Area Uses" category provides for the introduction of commercial uses into an industrial area, their haphazard location could have a very detrimental effect upon adjoining industrial development. It is therefore considered that commercial uses, whether incidental to an industrial use or not, should only be permitted where specifically provided for and preferably fronting upon major traffic arteries bounding the Industrial District.

In accordance with the stated Official Plan policy that industrial development adjacent to residential areas will be especially zoned, a separate performance designation is advocated for this purpose, and would be applicable also to lands fronting upon major traffic arteries, which, by reason of their prestige and/or advertising potential, justify higher industrial performance standards.

Some entire industrial areas, and parts of others which are completely divorced from residential areas, lend themselves for

a limited range of industrial types, the nature of which, by reason of dust, odor, glare, smoke, noise or appearance, may be considered offensive. It is therefore advocated that these areas be specifically designated.

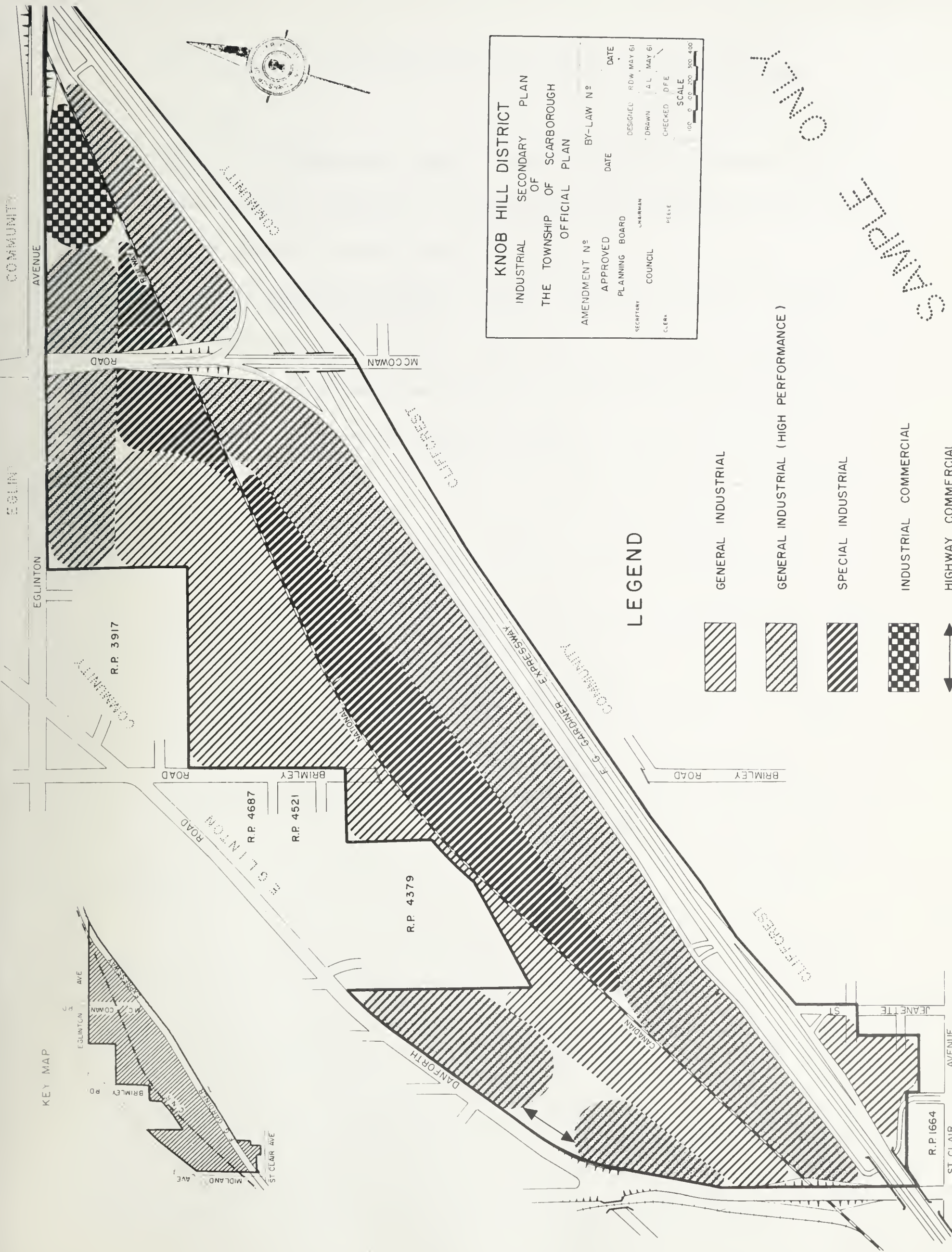
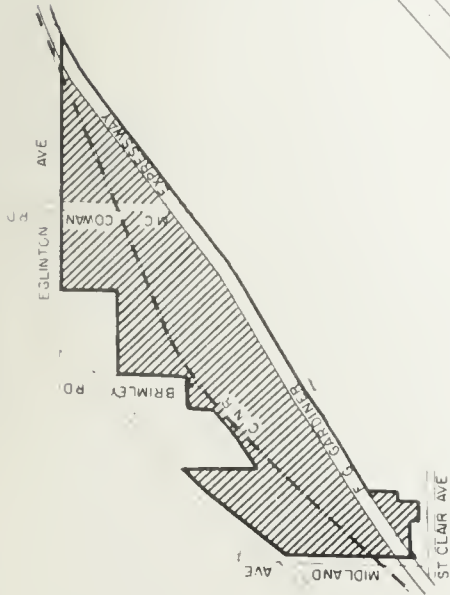
In any industrial area, provision will be necessary for the introduction of pure commercial development to serve the industrial area and also passing traffic. Designations for "Highway Commercial Uses" at specific locations to accommodate such uses, are therefore considered advisable.

Secondary Plan Land Use Designations

On the basis of the foregoing situations, the following land use designations are advocated for incorporation into Secondary Plans for Industrial Districts, such designations to portray in a diagrammatic manner and in general terms, the location and extent of particular uses:-

1. General Industrial Uses - shall include all industrial uses except those types defined as "Special Industrial".
2. General Industrial Uses (High Performance) - shall include all industrial uses (as in 1. above) but which require especial consideration in respect to development and building standards, by reason of proximity to residential development or frontage upon a major traffic artery.
3. Special Industrial Uses - shall include only those uses which, by reason of dust, odor, glare, smoke, noise or appearance,

KEY MAP



CONCESSION 'C'

KNOB HILL DISTRICT
INDUSTRIAL SECONDARY PLAN
OF
THE TOWNSHIP OF SCARBOROUGH
OFFICIAL PLAN

| | | |
|--------------------------------|-----------------------|------------------------|
| AMENDMENT N ^o | BY-LAW N ^o | DATE |
| APPROVED | DATE | DATE |
| PLANNING BOARD | CHAIRMAN | DESIGNED R.D.W. MAY 61 |
| COUNCIL | SECRETARY | DRAWN A.L. MAY 61 |
| CLEAR | PEER | CHECKED D.F.E. |
| SCALE 100 0 100 200 300 400 | | |

LEGEND

- GENERAL INDUSTRIAL
- GENERAL INDUSTRIAL (HIGH PERFORMANCE)
- SPECIAL INDUSTRIAL
- INDUSTRIAL COMMERCIAL
- HIGHWAY COMMERCIAL

STANDARD

must be located in areas detached from residential communities.

4. Industrial Commercial Uses - shall include uses which are predominantly industrial, manufacturing or warehousing, but have a limited retail outlet in association with them.
5. Highway Commercial Uses - shall include a limited range of commercial uses without any inherent industrial associations, but which are ancillary to an industrial area as a whole, and also serve passing traffic.

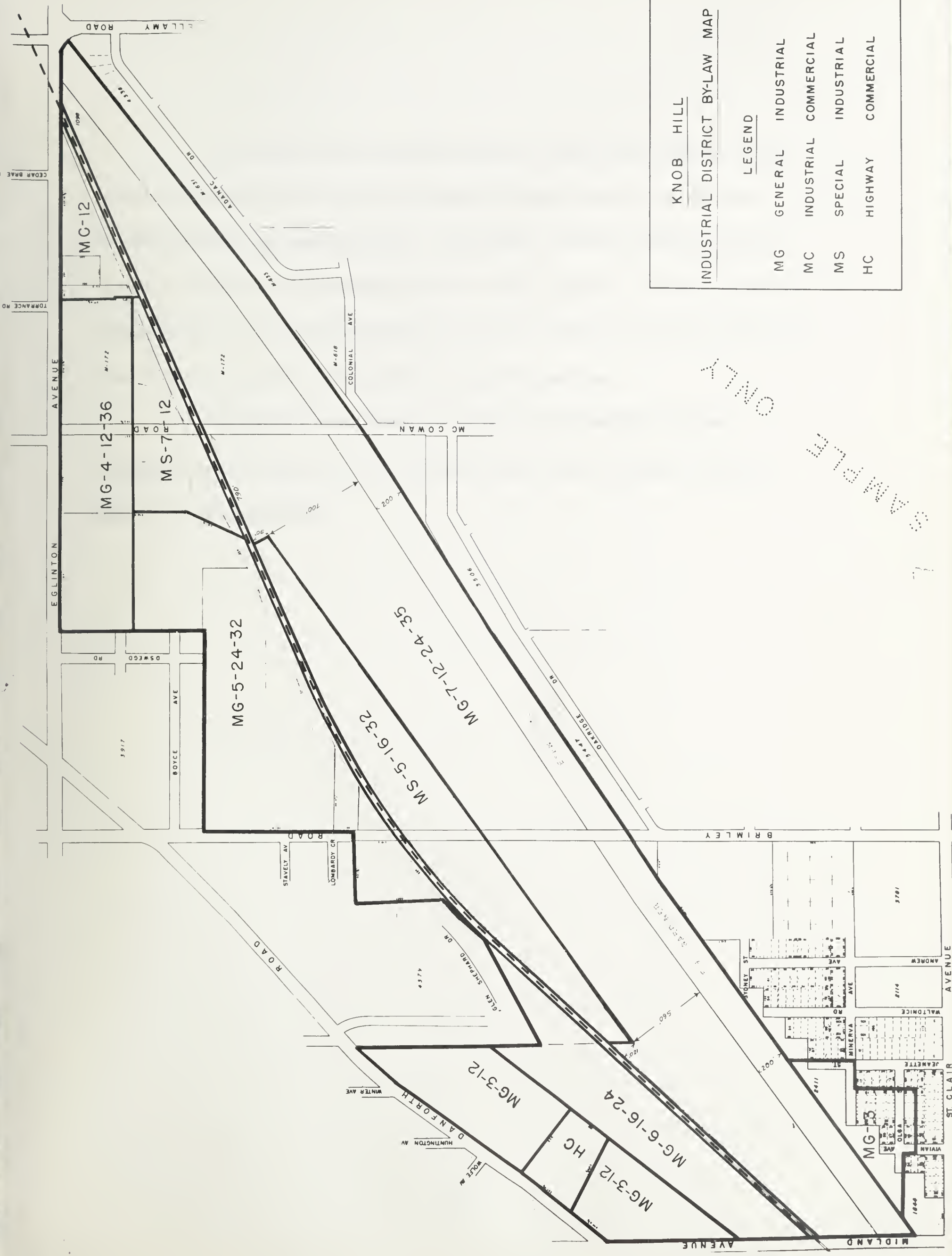
INDUSTRIAL USE ZONING CLASSIFICATIONS

Notwithstanding the comparison with three contemporary Metropolitan Toronto industrial zoning regulations and the previous reasons disavowing the performance standard method of locating industrial uses, the following approach is propounded as the zoning system for industrial purposes in Scarborough.

Here, two lists of nuisance-producing industrial uses have been established; one, a group of uses entitled "Municipally Prohibited Uses" and considered to be undesirable for location anywhere in the Township, (A few of the excluded activities include abattoirs, animal by-product factories, automobile wrecking yards, forges, salvage or junk yards, smelters, tanneries, and tar works); the second list contains the majority of those industrial or manufacturing operations which may be deemed of a "limited" or "qualified" nuisance nature due to some dirt, dust, glare, heat, or smoke emission to the intensity whereby such emission may be considered offensive to surrounding residential or commercial areas but not prejudicial or injurious to health, environmental amenities or property values.

These uses are designated to the M S or "Special Industrial" zone category. Four industrially designated areas of the municipality, an area adjacent Port Union Road, the Coronation Drive block in the south-east sector, the new C.P.R. Marshalling Yard and peripheral area east of Agincourt, and a narrow section of the C. N. R. railway property in the proposed Knob Hill Industrial District are to be zoned M S .

As it was essential to the development standard that the permitted nuisance classification be as complete as possible, reference and comparison was made to seven American and Canadian industrial zoning by-laws which formulate inventories for "heavy, obnoxious, restricted and/or nuisance" industries. For our purposes, uses within these several lists that fell into our "Municipally Prohibited Uses" category were deleted and the remainder refined into a thorough list of permitted nuisance activities (such as builders' supply yards; soap manufacturing; meat packing and processing; cement, lime, gypsum or plaster of



KNOB HILL

INDUSTRIAL DISTRICT BY-LAW MAP

LEGEND

| | | |
|----|------------|------------|
| MG | GENERAL | INDUSTRIAL |
| MC | INDUSTRIAL | COMMERCIAL |
| MS | SPECIAL | INDUSTRIAL |
| HC | HIGHWAY | COMMERCIAL |

To be noted is that both Etobicoke and Toronto have made an initial attempt at industrial land use control through the employment of a performance standard provision for particular uses. For example, ceramics works and asphalt plants are regulated as to production method by this approach. Further, Etobicoke Township adds a measurement limitation provision for exhaust dryer gases which are the effluent by-product of the asphalt manufacturing process.

Exclusive of these features, the three municipalities in effect designate industrial uses into the traditional light, medium and heavy classes in each of the zoning schemes.

CONSIDERATION OF PERFORMANCE STANDARDS

The following brief discussion of performance standards is included as the recommended zoning practice for Scarborough industrial development.

LAND COVERAGE REQUIREMENTS: Whereas the City of Toronto permits 100% ground area coverage of an industrial site and multiple ratios up to 12 times the site area (exclusive of the prescribed loading space requirements), and North York Township allows a maximum 50%, Etobicoke Township makes no coverage provision. However, by requiring specific yard and parking area observance, the remaining part of the site is made available for total plant occupancy; that is, building site coverage is contingent upon the size of each respective lot. Several of the Scarborough restrictive area by-laws for industry attain up to 60% and 75% coverage.

The maximum percent of a factory site that is recommended as suitable for new development in Scarborough is 50% gross or total floor area coverage. It may be noted that 50% coverage will not be achieved unless the use is on a reasonably large tract of land. In actuality, the potential 50% coverage will be somewhat less after minimum yard, employee parking, and maximum allowed ground floor area requirements are applied to the lot for industrial buildings.

AREA REQUIREMENTS: Lot area sizes are variable and presently qualified by existing land ownerships. Nevertheless, private adjustment will take place through division of large blocks of land into sites sufficient to meet maximum gross floor area and building coverage specifications for industrial buildings in any given area.

BUILDING SETBACKS: The minimum building setback requirements as expressed in terms of front, side, and rear yard requirements, & flankage requirements are as follows:-

For General Industrial and Special Industrial Uses, the following performance specifications shall apply:

Yard Requirements

1. Front Yard

| <u>Right-of-Way Width</u> | <u>Setback from Centreline</u> |
|---------------------------|--------------------------------|
| 120 ft. | 120 ft. |
| 86 ft. | 103 ft. |
| 66 ft. | 73 ft. |

2. Side Yard - minimum 10 ft. each side.

3. Rear Yard - minimum 25 ft. from the rear lot line.

4. Flankage

| <u>Intersection</u> | <u>Setback from Street</u> |
|----------------------------|----------------------------|
| 120 ft. & 86 ft. & greater | 60 ft. |
| 86 ft. & greater & 66 ft. | 40 ft. |

For Industrial Commercial Uses:

Yard Requirements

1. Front Yard - minimum 80 ft. from widened street line, and maximum of 90 ft.

2. Side Yard - minimum 10 ft. each side.
3. Rear Yard - minimum 25 ft. from rear lot line.
4. Flankage

Right-of-Way Width

Setback from Centreline

120 ft.

Minimum 120 ft., maximum 130 ft.

86 ft.

Minimum 103 ft., maximum 113 ft.

66 ft.

Minimum 25 ft., maximum 25 ft.

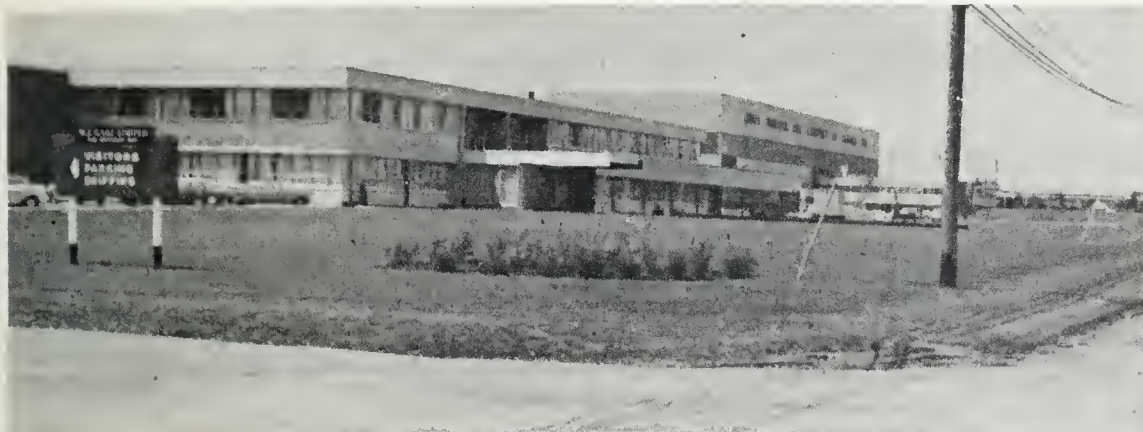
For Highway Commercial Uses;

Yard Requirements

1. Front Yard - 60 ft. from streetline on all right-of-ways over 66 ft.
2. Side Yard - minimum of 20 ft. from the streetline.
3. Rear Yard - minimum of 25 ft. from the rear lot line.
4. Flankage - 25 ft. on 66-foot right-of-ways.

OFF-STREET PARKING: Regulations regarding employee parking areas and short-term visitor and executive parking areas are to be included in the general provisions section of each industrial district by-law. As personnel complements vary in accordance with market trends, seasons of the year and the changing use of the building, (due to sale of property, change of tenancy, reuse, automation, etc.), basing parking space on number of employees on the largest shift is unfeasible. Rather the method proposed is to base parking requirements on a parking space ratio of one parking stall per X sq. ft. of gross floor area, because the latter measurement is more constant and easier to enforce. By way of criticism, it is axiomatic that employees, not floor areas, generate parking space needs. Another weakness, is that floor space does not allow for the wide

INDUSTRIAL ZONING STUDY



Accent on deeper front yard setbacks and well-kept lawns achieve the desired effect in "Preferred" Industrial areas.

Pilkington Glass. The minimum required twenty foot landscaped area from the street line into the front yard area is here illustrated.



This photograph points out the problem of flankage setback, excessive corner lot parking, and the need for side yard landscaping in such instances. Ideally, flankage sites should be grassed in keeping with the mandatory front yard landscaping requirement for neighbouring industrial uses on the service road.

Volkswagen Sales and Service Depot, showing excessive front yard auto display. The intention is that Industrial Commercial uses shall meet front yard parking and setback provisions for General Industrial areas.



View of the Industrial Commercial section of the proposed "Knob Hill Industrial District". Again, note the excessive amount of front yard parking next Eglinton Avenue.

variation in employee densities that exist among different types of industrial operations. Employee parking will be permitted in the side and rear yards, while visitor and executive parking will be allocated to the front yard. The parking provisions are as follows:

1. Front Yard - Maximum 5 executive and visitor parking spaces are permitted in the front yard per first 50 feet of front wall, and two spaces permitted or any part thereof for every 50 ft. thereafter.
2. Side, Rear and Flankage Yards - Employee parking in accordance with the following:
 - (a) Buildings up to 10,000 sq. ft. - one parking space per 1000 sq. ft. gross floor area.
 - (b) Buildings 10,001 sq. ft. plus - one parking space per 1500 sq. ft. gross floor area.
 - (c) Warehousing - one parking space per 2000 sq. ft. gross floor area.

Note that flankage parking for industrial buildings on corner lots will be discouraged in order to create a continuity of landscaped setback with the mandatory front yard setbacks of neighbouring plants on the flankage street. Notwithstanding this requirement, the front yard visitor and executive parking provision will apply to the flankage side walls of industrial plants in the same ratio.

BUILDING HEIGHT LIMITATIONS: No regulation specifying maximum building height was considered. It is recommended, however, that a building height limitation be employed such that total height is at no point greater than one-half the horizontal distance from the building to the nearest lot line and in no case

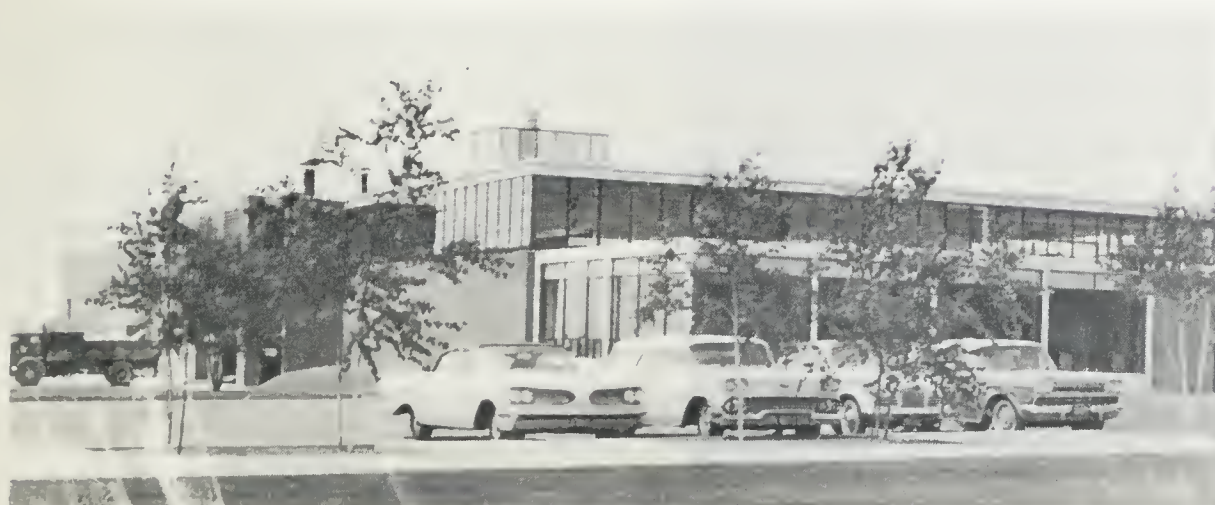
INDUSTRIAL ZONING STUDY

Employee off-street parking facilities should be restricted to side and rear yards of the plant site.



Howden Road. Curb and gutter installation, well-trimmed lawns, controlled visitor parking, will uplift this typical "General Industrial" district.

Alsco Products of Canada. The attractiveness of this plant is marred by front yard truck loading platforms and turning area.



Burndy Canada Limited. An example of tasteful architectural treatment, generous setback, tree planting, and limited visitor parking.



An example of an open storage use in an area to be designated "Preferred Industrial" along Highway 401. Such open storage uses are to be assigned to Special Industrial zone areas.

Minford Avenue looking east to Crockford Blvd.; a residential street used as an ingress-egress route for industrially generated traffic.



Minford Avenue. Careful buffering treatment is required at the periphery of industrial areas next residential neighbourhoods. Note the incompatibility of the two uses here.

Open storage uses in Special Industrial areas should be sufficiently enclosed from street view.



exceeds a height of 75 ft.

STORAGE AREA REGULATIONS: Outdoor storage of materials and equipment will be required to be enclosed or screened by suitable fence or landscaped barrier. Open storage will be limited to the side and rear yards but in no case permitted inside a rear yard bounding a street or a residential or commercial district; nor may the first 25 ft. back from the rear lot line of rear yards bounding on residential properties be utilized for outside storage purposes.

OFF-STREET LOADING FACILITIES: Both the City of Toronto and North York Township provide a detailed series of required loading spaces in relationship to plant floor area. Other than to assure convenient loading space dimensions and to prohibit unsightly front yard and side yard flankage loading operations, no provisions will be forthcoming relating number of loading stalls to size of plant.

LANDSCAPING: The first 20 ft. of the front yard in from the street line except for the necessary vehicular and pedestrian drive and walkways, will be reserved for landscaping purposes only.

Landscaping will consist of the planting, growth and maintenance of any of the following:- dwarf fences, grass, flowers, ornamental bushes, and/or patios. It is acknowledged that a landscaping clause in a by-law is not mandatory but permissive and by prohibiting the first 20 ft. of the front yard for no other purpose than landscaping, it is hoped that such treatment will be implemented.

THE ZONING BY-LAW TEXT

The industrial district by-laws will be similar in content and form to the Community By-laws that presently exist for residential neighbourhoods in the township. For example, there will be a general provisions section, a definitions section for industrial uses therein, a performance chart, a map schedule (see sample copy included in the study), and an exceptions section.

